



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-4
DISTRIBUTION: A, C

CJCSI 4520.02D
4 October 2013

AIRLIFT SUPPORT REQUEST POLICY GUIDANCE AND PROCEDURES

References: See Enclosure B.

1. Purpose. Consistent with references a through c, this instruction promulgates guidance, procedures, and experience-based assistance for Department of Defense (DoD) airlift requests.
2. Superseded/Canceled. CJCS Instruction (CJCSI) 4520.02C, 15 December 2011, "Airlift Support Request Policy Guidance and Procedures," is hereby superseded.
3. Applicability. This instruction applies to the Joint Staff, Combatant Commanders, and Services. Although not bound by this instruction, U.S. Government (USG) departments and agencies will find this concise summary of relevant policy guidance useful when requesting DoD airlift.
4. Responsibilities
 - a. Office of the Assistant Vice Chief of Staff of the Air Force, Special Air Missions Division (CVAM). CVAM serves as the Chief of the Executive Airlift Scheduling Activity (EASA) when collaborative scheduling is required to maximize the usages of available executive airlift assets. Assistant Secretary of Defense for Legislative Affairs (ASD(LA)) tasks CVAM to support approved missions. Per reference d, all other DoD Components are prohibited from providing congressional delegation (CODEL) airlift support without prior approval of ASD(LA) except for the limited exceptions permitted to the Secretaries of the Military Departments and the Chairman of the Joint Chiefs of Staff (CJCS) under reference d. The Services work closely with CVAM in a cooperative arrangement called the "Fusion Cell" to maximize the usage of available distinguished visitor assets. The Joint Staff/J-4/Joint Logistics Operations Center (JLOC) is not involved in the operations or scheduling of

CVAM or Service assets. There are, however, times when demands for airlift exceed capabilities of the passenger airlift assets controlled by CVAM and the other Services. Reasons for nonsupport include fleet maintenance, communications upgrades, and heavy demand during congressional recesses. At such times, the Joint Staff may be tasked by the DoD Executive Secretariat (DOD ExecSec) to support the airlift request (see subparagraph 4b(2) below).

b. ASD(LA) Congressional Tasking Process Overview

(1) Initial requests for airlift support are received by ASD(LA). ASD(LA) reviews and works with the requesting office to validate the request. If the request is approved, ASD(LA) arranges airlift through a variety of means, including commercial, common-user airlift, Operational Support Aircraft (OSA), and Special Air Mission (SAM). As appropriate, ASD(LA) determines the availability of Service Very Important Person (VIP)/SAM assets through CVAM and, if available, tasks CVAM to provide support. Under these circumstances, there is no Joint Staff involvement.

(2) If CVAM or another Service cannot support the airlift request, ASD(LA) sends the request to the DoD ExecSec. If the DoD ExecSec approves the request, it forwards the validated tasking to the Joint Staff/J-4/JLOC. The JLOC tasks U.S. Transportation Command (USTRANSCOM) for support via the automated SAAM request system.

c. Interagency Process. An initial request for airlift support from another USG agency is forwarded to DoD ExecSec for approval. If the request is approved and operational airlift assets are required, DoD ExecSec forwards the approved request to the J-4/JLOC. The JLOC tasks USTRANSCOM for support via the automated SAAM request system. Approvals are normally for a single tasking/event but may task subsequent/long-term SAAM support if authorized by a presidential directive, Office of the Secretary of Defense (OSD) execution order, or interagency memorandum of agreement with OSD.

5. Procedures for Combatant Commander Tasking. The following CJCS procedures will be used by the joint air mobility community to source VIP airlift for single or multiple area of responsibility (AOR) travel. In all cases, travel planners and executors will notify applicable Geographic Combatant Commander (GCC) Deployment and Distribution Operations Center (DDOC) personnel regarding travel to ensure visibility during mission execution.

a. Single AOR Travel Using Commercial Air to Arrive in the Outside Continental United States (OCONUS) AOR. GCC will be tasked to plan and execute the mission and serve as the single point of contact (POC) for the user. The GCC's DDOC or appropriate J4 function will assign detailed planning and

execution responsibility to one or more Service Components while remaining the user's primary POC.

b. Single AOR Travel Without the Use of Commercial Air to Arrive in the OCONUS AOR. Assuming CVAM options are not available, USTRANSCOM will plan and execute the mission on an operational airlift assets from the continental United States (CONUS) point of origin until mission completion. When GCC forces are required during the execution of AOR travel, the Joint Staff will task the GCC as appropriate. USTRANSCOM will coordinate mission requirements, reporting requirements, and other details with the Combatant Commander's staff during mission execution. USTRANSCOM will be the primary POC for the user.

c. Multiple AOR Travel. Due to the complexity of travel arrangements in this scenario, USTRANSCOM will be tasked to plan and execute the mission from CONUS point of origin until mission completion. When GCC forces are required during the execution of multiple AOR travel, the Joint Staff will task the respective GCCs as appropriate. USTRANSCOM will coordinate mission requirements, reporting requirements, and other details with the combatant commander's staff during mission execution. USTRANSCOM will be the primary POC for the user.

6. Policy and Procedures for Use of the Command and Control Module (CCM)

a. The minimum communications capabilities required to support Combatant Commander travel are specified in reference e. These requirements can be met with modules commonly referred to as "SILVER BULLETS" and "VIPER IIs" designed for use on operational airlift assets.

b. USTRANSCOM, through its air component, Air Mobility Command (AMC), has operational control of the CCMs. AMC is responsible for CCM maintenance, scheduling, and mission execution. AMC handles normal scheduling of the CCMs in accordance with reference f. When requesting the CCM, Service or theater validators need to be aware there is a 36-hour minimum turn time requirement between landing and departure to support a follow-on mission for a subsequent user.

c. CCMs are for 4-star commanders with the need for 24/7 contact with troops engaged in combat. With limited CCMs available, there may be instances when requirements exceed resources available. In these cases, tailored Senior Leader Aircraft Command modules will be considered for use. When senior officials project multiple requests for CCMs during the same time period and USTRANSCOM does not have resources available to support them, USTRANSCOM/J3 will prioritize competing requests.

7. Military Airlift Authority and Funding

a. DoD Executive Secretariat (DoD ExecSec). DoD ExecSec is the military airlift approval authority for OSD staff and interagency requests. DoD ExecSec works closely with ASD(LA) in the situations where CODEL travel requires operational aircraft. Congressional staff delegation (STAFFDEL) travel is not normally provided SAAM support. STAFFDEL travel normally uses OSA military aircraft. The DoD ExecSec shall assign a Priority, Urgency, Justification, and Category code for all OSA support, and a JCS airlift priority code for all SAAM support.

b. Joint Staff/J-4 Responsibilities. Consistent with references a, b, and c, the Chairman of the Joint Chiefs of Staff is authorized and responsible to assist the President of the United States and Secretary of Defense in performing their command functions. The J-4/JLOC, as a division of the Joint Staff, will perform such duties as required by the Chairman of the Joint Chiefs of Staff and the Secretary of Defense. When the DoD ExecSec approves the use of military airlift resources, it will forward the approval to the J-4/JLOC for action. The JLOC tasks USTRANSCOM to support via the automated SAAM request system and/or appropriate GCC(s).

(1) Economy Act Information. Although the Department of Defense receives many transportation requests for worthwhile projects, by law the Department of Defense may generally only provide airlift in direct support of the DoD mission. Accordingly, the Department of Defense is prohibited from providing airlift to non-DoD activities unless it is for the purposes of immediate action to save life or limb, specifically authorized by statute, or requested by the head of an executive agency of the Federal Government pursuant to the Economy Act or similar interagency support authority (references g and h). Economy Act requests for transportation must include a fund cite or funded order.

(a) National Interest, Level Certification. Requests must be signed at appropriate levels. Only officials at the highest levels—with a clear view of how various agencies' missions interact and how together they support national objectives—can determine if a project is in the national interest. They must also have the authority to commit agency funds. These officials are, for example, at least at the assistant secretary level or are the administrators or deputy administrators of separate agencies such as National Oceanographic and Atmospheric Administration, Federal Aviation Administration, or National Atmospheric and Space Administration.

(b) Unavailability of Commercial Transportation. It is both national policy (references i, j, and k) and DoD policy (references f and l) to use commercial transportation fully. Government agencies may not compete with

commercial interests. Therefore, requestors must certify that commercial transportation is not capable of meeting their mission requirements or is not available.

(c) Official Use Only. DoD aircraft and vehicles may only be used for official purposes unless specifically allowed in reference l. References l, m, and n set standards for use of government property—both vehicles and aircraft. Therefore, the determination of national interest and nonavailability of adequate commercial transportation is crucial.

(d) Reimbursement. The Purpose Statute, reference o, provides that “appropriations shall be applied only to the objects for which the appropriations were made except as otherwise provided by law.” Accordingly, absent specific authority (e.g., reimbursement provided under Economy Act authority), the Department of Defense may not expend funds to support another agency’s mission. If the transportation is provided by common user (i.e., AMC) aircraft, it is a funded working capital activity and, by law, must be reimbursed by the user (reference p). Finally, the Economy Act itself requires reimbursement. An Economy Act request for transportation must include a fund cite or the name and address of the people responsible for payment.

(2) Nongovernmental Organizations (NGOs). Occasionally an NGO will request transportation support from a USG agency that will, in turn, request transportation support from the Department of Defense. If the requesting USG agency requests the transportation support in direct support of its mission, the request may be supported pursuant to the Economy Act (or similar statutory authority) even though, as a result, the Department is indirectly providing transportation support to the NGO. The formal request must come to the Department from the federal executive agency and not from the NGO. Pursuant to the Economy Act, reimbursement must be made to the Department by the other federal executive agency, which may, in turn, require reimbursement from the NGO pursuant to the User’s Act (reference q). Other criteria still apply; i.e., it must be in the national interest and commercial transportation must not be available.

(3) Congressional Travel Reimbursement. CODEL travel on DoD military carriers is provided in accordance with reference r, and CODEL do not submit fund cites or funded travel orders. It is DoD policy that support for approved travel of members and employees of Congress shall be provided on an economical basis upon request of the Congress pursuant to law or where necessary to carry out DoD duties and responsibilities. ASD(LA) shall exercise surveillance over DoD support by members and employees of Congress and their dependents in order to assure compliance with the policies and procedures prescribed in reference r.

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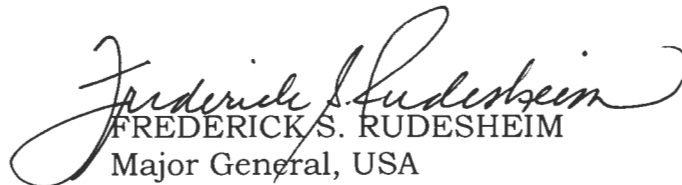
(4) White House-Directed Missions (WHDMs). Missions directed by the President of the United States can be either reimbursable or nonreimbursable per references l, r, and s. If the WHDM is reimbursable, it will have a fund cite in the tasking message. If the WHDM is non-reimbursable, it will be tasked to the Combatant Commanders without a fund cite.

8. Summary of Changes. CJCSI 4520.02D adds clarifying language via an enclosure (Enclosure A, "Mission Funding Considerations and Constraints") to the original document.

9. Releasability. This instruction is approved for public release; distribution is unlimited. DoD Components (to include the Combatant Commands), other Federal Agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page--
http://www.dtic.mil/cjcs_directives.

10. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:


FREDERICK S. RUDESHEIM
Major General, USA
Vice Director, Joint Staff

Enclosures:

- A—Mission Funding Considerations and Constraints
- B—References

ENCLOSURE A

Mission Funding Considerations and Constraints

1. Operational Support Airlift and Commercial Air Transportation

a. An Operational Support Airlift (OSA) mission is the movement of high-priority passengers and cargo with time-, place-, or mission-sensitive requirements. OSA missions are a special classification of airlift mission support to provide for the timely movement of limited numbers of priority personnel or cargo. OSA aircraft are those fixed-wing aircraft acquired and/or retained exclusively for OSA missions, as well as any other DoD-owned or controlled aircraft, fixed or rotary wing, used primarily for OSA missions. The OSA aircraft fleet is comprised of executive and nonexecutive aircraft. The executive fleet is solely dedicated to the airlift of DoD and Federal officials and DoD-approved senior officials, while the nonexecutive fleet executes Combatant Command airlift requirements during periods of conflict and Combatant Command and Service-validated missions during peacetime.

b. Government aircraft travel is a premium mode of travel, and commanders and managers at all levels shall prevent misuse of transportation resources as well as the perception of their misuse. Additionally, DoD Instruction 4500.43, "Operational Support Airlift (OSA)," directs that "OSA aircraft shall be assigned and managed to **maximize** wartime readiness, efficiency, cost effectiveness and peacetime utilization." It is also both national and DoD policy to use commercial transportation to the maximum extent possible.

c. To balance these competing demands, Office of Management and Budget (OMB) Circular No A-126, "Improving the Management and Use of Government Aircraft," and DoD Instruction 4500.43, "Operational Support Airlift (OSA)," restrict OSA aircraft use if the actual cost of using commercial airlift (COMMAIR) is more cost-effective than military airlift (MILAIR). Additionally, OMB and DoD policy state that an aircraft scheduled to satisfy a mission requirement (i.e., training) does not require a cost comparison. Within the nonexecutive OSA fleet, most Services accomplish aircrew training for wartime readiness through the execution of their flying hour program. Those Services fund OSA flying hours through their annual program objective memorandum process, and these flying hours must be flown to attain wartime readiness regardless of passenger load. These conflicting circumstances can result in the disapproval of valid airlift requirements, potentially limit prospective travelers from requesting airlift, and reduce the peacetime utilization of our OSA fleet while simultaneously increasing the Department's overall travel costs. To that end, the following is intended to clarify the Department's OSA cost comparison guidance:

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(1) Per the authority granted in DoD Directive 4500.56, "DoD Policy on the Use of Government Aircraft and Air Travel," authorizing officials may provisionally approve valid airlift requests on the basis that, "if consolidated with another request(s) it is determined to be cost effective." Neither airlift requestors nor authorizing/validating officials have sufficient knowledge of aircraft availability, number of mission legs, passenger airlift requirements, etc., to accomplish this cost comparison. Thus, valid airlift requests should be approved by authorizing/validating officials to allow the cost comparison evaluation to be conducted by the appropriate OSA centralized airlift scheduling agency when cost is part of the decision process to provide MILAIR.

(2) When individual units make OSA aircraft available for common-user scheduling in the Joint Air Logistics Information System (JALIS) or via other methods while they transition to JALIS, they must include a training or non-training mission designation.

(a) For those missions designated as training missions, scheduling agencies will forego cost comparison and efficiently match validated airlift requests with available aircraft.

(b) For those missions designated as nontraining missions, scheduling agencies will examine airlift requests, available aircraft, and MILAIR/COMMAIR costs to determine if travel via MILAIR is more cost-effective than COMMAIR. If not, those MILAIR requests will not be supported.

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ENCLOSURE B

REFERENCES

- a. Title 10, U.S.C., “Armed Forces”
- b. Unified Command Plan 2011, 6 April 2011
- c. Joint Publication 0-2, 10 July 2001, “Unified Action Armed Forces (UNAAF)”
- d. Deputy Secretary of Defense memorandum, 8 February 2008, “Congressional Travel”
- e. DoD Directive (DoDD) 4660.3, 29 April 1996, “Secretary of Defense Communications”
- f. DoDD 4500.9E, 11 September 2007, “Transportation and Traffic Management”
- g. Title 31, U.S.C., section 1535, “Agency Agreements,” also referred to as “The Economy Act”
- h. Title 22, U.S.C., section 2392, “Allocation and Reimbursement Among Agencies”
- i. OMB Circular A-76, 29 May 2003, “Performance of Commercial Activities”
- j. OMB Circular A-126, 22 May 1992, “Improving the Management and Use of Government Aircraft”
- k. National Security Decision Directive 280, 24 June 1987, “National Airlift Policy”
- l. DoDD 4500.56, 26 June 2013 , “DoD Policy on the Use of Government Aircraft and Air Travel”
- m. Title 31, U.S.C., section 1344, “Motor Vehicle Use Authority”
- n. Title 5, C.F.R., section 2635.704, “Use of Government Property”
- o. Title 31, U.S.C., section 1301(a), “The Purpose Statute”
- p. Title 10, U.S.C., section 2208, “Working Capital Funds”

q. Title 31, U.S.C., section 9701, “Fees and Charges for Government Services and Things of Value”

r. DoDD 4515.12, 15 January 2010, “Department of Defense Support for Travel of Members and Employees of the Congress”

s. DoD 4515.13-R, November 1994 through change 3, 9 April 1998, “Air Transportation Eligibility”

t. DoD Instruction 4500.43, 26 June 2013, “Operational Support Airlift (OSA)”